

GROWTH MANAGEMENT

A. INTRODUCTION

The 1980's were projected to mark the beginning of a period of strong growth pressure in the Sherwood Urban Area. The ultimate level, rate and direction of growth can, to a large extent, depend on the growth management policies and objectives of City and the region. This Section of the Plan contains the assumptions, goals, needs and policies which together express how the City intends to manage expected growth. However, for a variety of reasons, primarily the overall Oregon recession during most of the 1980's, the projected growth for Sherwood did not occur. During the 1989-90 Plan update process population projections and general growth assumptions were re-evaluated and scaled back. The UGB remained unchanged; however the planning period which it represents was extended from 2000 to 2010. In 2006 the City developed an Economic Development Strategy that included updated forecast for employment needs within the 2025 planning horizon, where appropriate, the forecasts are updated to reflect the most current information.

This Section summarizes the results and recommendations of the 1989-90 Comprehensive Plan CAC as reviewed and revised by the Planning Commission and City Council. This Plan element designates land within specific urban growth boundaries to meet the needs of a projected 2010 population; provides for the orderly economic extension of urban services; and specifies policy for the conversion of rural, agricultural and urbanizable land to urban uses. The overall purpose of this Section is to establish policy for the management of the City's growth consistent with LCDC Goal 14.

Until 1985, this Plan was a complementary plan, that is, it applied within the City limits. The Washington County Comprehensive Plan continued to apply to land within the Sherwood Planning Area, but outside of the City limits. The Washington County/Sherwood Urban Planning Area Agreement (UPAA) developed in order to meet inter-jurisdictional coordination requirements of LCDC Goal 1, details the on-going relationship between the City and County in developing, implementing and revising their respective Comprehensive Plans for the Sherwood Planning Area. This agreement has been updated biennially, the most recent in 1988. Amendments to the agreement have been incorporated into this section. The most significant change in the UPAA between the County and the City occurred in 1985 when Sherwood opted to gain "active plan status" versus complimentary status of the urban area outside the city limits but inside the UGB. This means that the City is responsible for comprehensive planning within the urban planning area and regulates development activities to the greatest extent possible. The City is identified as the appropriate provider of local water, sanitary sewer, storm, and transportation facilities within the urban planning area. The agreement now states that the county shall not approve land divisions within the unincorporated portions of the urban planning area which would create lots less than 10 acres in size.

During the 1989-90 Plan update the city adopted an additional provision to be incorporated into the Urban Planning Area Agreement. Since the Sherwood Comprehensive Plan

employs a one-map system wherein the Comprehensive Plan Map fulfills a dual role by serving as both Plan Map and Zone Map, the map establishes land use designations or zones for unincorporated portions of the Urban Planning Area. Therefore, to simplify the process, the agreement provides that with adequate notice to the affected property owners, upon annexation of any property within the urban planning area to the City, the land use designation specified by the Sherwood Comprehensive Plan and Zone Map is automatically applied to the property on the effective date of the annexation (as authorized by ORS 215.130(2) and after adequate notice to the property owner).

B. POLICY GOALS AND OBJECTIVES

1. POLICY GOAL

To adopt and implement a growth management policy which will accommodate growth consistent with growth limits, desired population densities, land carrying capacity, environmental quality and livability.

2. POLICY OBJECTIVES

- a. Focus growth into areas contiguous to existing development rather than "leap frogging" over developable property.
- b. Encourage development within the present city limits, especially on large passed-over parcels that are available.
- c. Encourage annexation inside the UGB where services area available.
- d. When designating urban growth areas, consider lands with poorer agricultural soils before prime agricultural lands.
- e. Achieve the maximum preservation of natural features.
- f. Provide proper access and traffic circulation to all new development.
- g. Establish policies for the orderly extension of community services and public facilities to areas where new growth is to be encouraged, consistent with the ability of the community to provide necessary services. New public facilities should be available in conjunction with urbanization in order to meet future needs. The City, Washington County, and special service districts should cooperate in the development of a capital improvements program in areas of mutual concern. Lands within the urban growth boundary shall be available for urban development concurrent with the provision of the key urban facilities and services.
- h. Provide for phased and orderly transition from rural to suburban or urban uses.

C. GROWTH ASSUMPTIONS

The growth assumptions developed and selected for Sherwood during the previous Plan preparation were high. At that time, the Plan projected 4,600 people in the urban area by 1985 and 10,600 people by 2000. This arose from a projected 7% to 12% annual increase anticipated by connection of the Sherwood sewer system to the Durham Sewage Treatment Plant. The growth did not occur however. By 1988 Sherwood's population was 2,990 inside the City limits.

1. To provide a regionally consistent population projection methodology and the accurate allocation of people, in 1988 Washington County and the Metropolitan Service District prepared revised population projections for Sherwood and other metro jurisdictions. These projections are the revised growth assumptions utilized in the Plan update process projecting to the year 2005 and are detailed as in the following. The population projections made in the original acknowledged plan remain as the high estimate.
2. The goal for the residential/nonresidential land use ratio should be 60/40 at full development.
3. Major public services, especially water and sewer, will be available to the buildable residential land within the Planning Area.
4. Twenty five percent of the buildable residential land in the Planning Area will be needed for public facilities and services.
5. Average overall residential density at full development will be over 6 units per gross acre.

**TABLE III-1
POPULATION PROJECTIONS**

YEAR	CITY LIMITS	1988	1980
		REGIONAL PROJECTION UGB	PLAN PROJECTION UGB
1980	2,400	2,924	2,385
1985			4,600
1987	2,910		
1990	3,125	3,537	
2000			10,600

2005 4,010 5,355

**TABLE III-2
HOUSING UNITS IN THE UGB**

YEAR	SINGLE FAMILY		MULTI-FAMILY		TOTAL
1980	848	(83.5%)	168	(16.5%)	1,016
1985	944	(82.9%)	195	(17.1%)	1,138
1987	979	(82.8%)	204	(17.2%)	1,183
1990	1,090	(82.9%)	224	(17.1%)	1,315
2005	1,663	(84.1%)	316	(15.9%)	1,979

**TABLE III-3
EMPLOYMENT IN THE UGB (2005)**

Employment Forecast for City of Sherwood, Medium Growth Scenario

Employment Sector	2005	2025	Change	Annual Average Growth Rate
Industrial/Other	2,346	5,355	3,009	8.6%
Commercial-Retail	932	2,282	1,350	9.4%
Commercial-Services	714	1,701	987	9.1%
Total Non-farm Jobs	3,992	9,339	5,347	8.9%

Job Distribution

Employment Sector	2005	2025	Change
Industrial/Other	58.8%	57.3%	56.3%
Commercial-Retail	23.3%	24.4%	25.3%
Commercial-Services	17.9%	18.2%	18.5%
Total Non-farm Jobs	100.0%	100.0%	100.0%

City of Sherwood Capture Rate of County

Employment Sector	2005	2025	Change
Industrial/Other	6.8%	5.6%	4.8%
Commercial-Retail	9.2%	15.0%	26.4%
Commercial-Services	3.2%	4.3%	5.6%
Total Non-farm Jobs	6.0%	6.2%	6.3%

Source: derived from Medium growth forecast, using Metro's 2025 projected job distribution for Sherwood. Compiled by Otak, Inc.

D. FUTURE LAND NEEDS

Based on the selected set of growth assumptions and general space standards developed for each major category of land use, the following future land needs were determined. The land

needs analysis is summarized in Chapter 4.

1. RESIDENTIAL LAND

Based on the above regional growth projections, there will be an additional 1,818 new people added to the Sherwood UGB between 1990 and 2005. At 2.5 people per household, there will be a need for 727 new households. At an average density of 6 dwelling units per acre with an additional 25% for roads and services, Sherwood will need an additional 121 acres of vacant residential to meet the projected population. The original population projection increases the needed residential acreage to 692 acres. There is adequate vacant land for both the regional and original population forecasts.

2. EMPLOYMENT LAND

To provide sufficient developable land in Sherwood to meet employment land demand and City objectives, a total of 237 acres would be needed.

Employment Growth Forecast	Medium Growth Scenario
Industrial/Other	3,009
Commercial-Retail	1,350
Commercial-Services	987
Total Non-farm Jobs	5,347
Refill (Redevelopment and Infill) Assumptions	
Industrial/Other	0%
Commercial-Retail	40%
Commercial-Services	15%
Jobs Allotted to Refill/Redevelopment	
Industrial/Other	0
Commercial-Retail	540
Commercial-Services	148
Total Non-farm Jobs	688
Jobs Allotted to Vacant Lands	
Industrial/Other	3,009
Commercial-Retail	810
Commercial-Services	839
Total Non-farm Jobs	4,659
Vacant Land Needs Factors (SF Per Job)	
Industrial/Other	800
Commercial-Retail	400
Commercial-Services	350
Vacant Land Needs Factors (Floor Area Ratio)	
Industrial/Other	0.25
Commercial-Retail	0.4
Commercial-Services	0.5

Vacant Land Needs (Net acres)	
Industrial/Other	221
Commercial-Retail	19
Commercial-Services	13
Total	253

E. BUIDABLE LAND

A survey of vacant land in the Planning Area which is capable of accommodating new development was conducted by the City in 1978 and again in 1989. Table III-1 depicts the methodology used and results of the survey. The primary constraint to development in the Planning Area is the Rock Creek and Cedar Creek flood plains. A total of 1,652 acres of buildable land existed in the Planning Area in 1989. This figure represents approximately 69% of total Planning Area acreage.

In comparing buildable land with future land needs, it is evident that buildable land in the Planning Area will be adequate to the year 2010. Table III-2 compares overall land needs to buildable land and population capacities.

With the development of the 2006 Economic Development Strategy, an updated Vacant and Redevelopable Employment Lands map was developed for employment purposes. This map is depicted as Figure 1

F. GROWTH MANAGEMENT POLICY

The following policies and strategies are established for the management of urban growth in the Planning Area.

1. GROWTH AREAS

Consistent with regional and state policy which calls for establishment of a growth policy, the City has determined future land requirements for growth to the year 2017 consistent with Metro 2040 growth concept plan. The City further has established a need for policies and standards defining areas to meet these short range and long range requirements. City plan and zoning designations will be determined consistent with the Metro 2040 Growth Concept Design Types illustrated on the 2040 map, unless the 2040 map designation is inappropriate in which case the City will propose that Metro change their map consistent with City policy.

One growth boundary is used in the Plan. The Urban Growth Boundary (UGB), also referred to as the Urban Planning Area, defines urban land needs to the year 2010.

a. URBAN GROWTH AREA BOUNDARY POLICIES

The Sherwood Urban Growth Boundary (UGB) is defined as the area west of Cipole Road included within the regionally adopted Portland Urban Growth

Boundary (UGB).

- Policy 1 - The City will periodically review and propose to Metro appropriate revisions to the Urban Growth Boundary (UGB) in conformance with the Metro 2040 Growth Concept Plan and the need to accommodate urban growth to the year 2017.
- Policy 2 - Changes in the Urban Growth Boundary may be proposed by the City, County, special districts, and individuals in conformance with City, County and Metro procedures for amendment of their respective Comprehensive Plans.
- Policy 3 - The City will review and comment on all proposals before Metro to establish or to revise the Sherwood Urban Growth Boundary for conformance with the Sherwood Comprehensive Plan. Specifically, the City review will consider if the proposal addresses the following criteria:
- 1) Demonstrated need to accommodate urban population growth requirements to the year 2017 consistent with the Metro Urban Growth Management Plan and DLCD goals;
 - 2) Need for housing, employment opportunities, and livability;
 - 3) Orderly and economic provision of public facilities and services;
 - 4) Maximum efficiency of land uses within and on the fringe of the existing urban area;
 - 5) Environmental, energy, economic and social consequences;
 - 6) Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
 - 7) Compatibility of the proposed urban uses with nearby agricultural activities.

b. CITY LIMITS POLICIES

- Policy 4 - The City will periodically review and propose appropriate revisions to the City limits in conformance with City policies and procedures and consistent with the need to accommodate urban growth. Urban growth needs shall be determined based on the assumptions contained in Section C of this chapter.
- Policy 5 - Changes in the City limits may be proposed by the City, County, special districts or individuals in conformance with City policies and procedures for the review of annexation requests and County procedures for amendment of its comprehensive plan.

Policy 6 - The City will coordinate with Washington County policies and procedures governing the conversion of urbanizable land to urban land. Such policies shall be included in the Washington County-Sherwood Urban Planning Area Agreement (UPAA). Specifically, the City will consider whether proposals to annex to the City include lands which meet one or more of the following criteria:

- 1) Land contiguous to the City limits needed to extend facilities or services to areas within the City limits.
- 2) Lands where urban services are available or are programmed for the immediate future.
- 3) Conservation of a needed amount of open space.
- 4) Land where existing man-made conditions indicate a pre-existing commitment to urban development.

Policy 7 - All new development must have access to adequate urban public sewer and water service.

Policy 8 - No new lots outside the City and inside the UGB shall be created that contain less than ten acres. Development of existing lots of record and newly created lots of 10 or more acres shall be limited to single family dwellings, agricultural activities; accessory uses which are directly related to the primary residential or agricultural use and necessary public and semipublic uses.

Policy 9 - Urban sanitary sewer and water service shall not be extended beyond the City limits or UGB with the following exceptions:

- 1) Where an immediate demonstrable threat to the public health exists, as a direct result of the lack of the service in question.
- 2) Where urban services are required by a public facility which by the nature of its service, the size and location of its service area or by virtue of special siting requirements cannot be met by sites within the City limits or UGB.

Policy 10 - New private septic tanks and water wells shall be allowed outside the City limits and inside the UGB only for permitted uses on existing lots of records and new lots of ten (10) or more acres in size.

c. MAPPING OF URBAN GROWTH BOUNDARY

The Urban Growth Area Boundary is depicted on the Plan and Zone Map in Chapter 4. The definition of the growth area is based on the detailed analysis in Section III Background Data and Analysis and the assumptions in Section C of this chapter. Changes in the boundaries must meet criteria contained in Policies 3 and 4 above. In

the location of growth boundary lines, the following considerations shall be used:

- 1) Creeks with narrow flood plains, due to their barrier effect and definability.
- 2) The edge of a wide flood plain, due to their limiting effect on urban land use. This criteria may be unsuitable if the flood plain is in agricultural use.
- 3) Railroad tracks, due to their barrier effect, especially where road or highway crossings are involved.
- 4) Power lines, due to definability.
- 5) Roads, due to definability and barrier effect but unsuitable with respect to service provision.
- 6) Rear property lines, due to definability and service provision but having limited barrier effect.
- 7) Specified setbacks from roadways or other established public facility or service locations which would best utilize a service district.

2. URBAN SERVICE EXTENSION OUTSIDE OF GROWTH BOUNDARY AREAS
(except as stated in policy 7 above):

Policy 11 - The City shall not initiate or take any action and shall oppose any action by others which would extend or encourage the extension of urban sewer, water or storm drainage services outside of the regionally adopted Urban Growth Boundary.

Policy 12 - Urban Service plans adopted by the City shall be designed to serve areas within the regionally adopted Urban Growth Boundary only. Service line locations and sizing shall be limited to those which are necessary to serve areas within the Urban Growth Boundary.

TABLE III-4

**1990
BUILDABLE RESIDENTIAL LAND INVENTORY
SHERWOOD URBAN GROWTH BOUNDARY**

DESCRIPTION	TOTAL UGB ACREAGE
A. TOTAL LAND AREA	2,391
B. DEVELOPED LAND	543
C. AVAILABLE LAND (A minus B)	1,848
D. LAND UNSUITABLE FOR DEVELOPMENT	205
E. GROSS BUILDABLE LAND (C minus D)	1,641
Residential	1,138
) Public	0

TABLE III-5

**2006
BUILDABLE EMPLOYMENT LAND INVENTORY**

Employment Land Supply, Sherwood City Limits May 2006

Zone	Total Acres	Total Developed Acres	Total Constrained Acres	Total Vacant Acres	Total Redevelopable Acres
General Commercial	72.5	37.4	1.4	4.4	30.8
Retail Commercial	84.7	43.6	0	4.3	36.9
Office Commercial	17.4	9.7	1.9	4.7	3.0
Neighborhood Commercial	1.0	0	0	0	1.0
Office Retail	0	0	0	0	0
General Industrial	276.8	153.6	10.8	48.7	74.5
Light Industrial	271.8	87.8	50.1	153.6	30.4
Subtotal Commercial Land	175.7	90.6	3.3	13.4	71.6
Subtotal Industrial Land	548.6	241.4	60.9	202.3	104.9
Total	724.2	332.0	64.2	215.7	177.0

Source: City of Sherwood Planning Department, May 2006. Excludes areas outside existing city limits including Areas 48 and 54-55.